

I-95 Corridor Coalition Recent State Activities - Summary

Final Report – April 2019



I-95 Corridor Coalition

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Introduction

This memorandum presents information collected as part of Task 2.2 “Recent State Activities, Best Practices, and Partnerships” for the I-95 Corridor Coalition Truck Parking Education and Outreach Project.

Information presented here provides States with an overview of recent truck parking activity in the Corridor, summarizes funding sources available for truck parking activities, and expands on best practices identified by the National Coalition on Truck Parking (NCTP)¹ and associated working groups as discussed in the “National Coalition on Truck Parking Synthesis” memorandum. This information can help DOTs identify funding opportunities for truck parking, better understand potential long-term costs, and conceptualize some of the larger issues involved in developing truck parking. Information from these two memorandums will be summarized in a primer that will accompany these documents. The remainder of this document contains the following sections:

- A review of formula and grant funding sources;
- An overview of recent Corridor Coalition member truck parking studies;
- A summary table of truck parking-related studies and projects by state;
- A discussion of public-private partnerships;
- A review of rest area commercialization issues and emerging sponsorship ideas; and
- Two appendixes containing an acronym list and a request for information from PennDOT.

¹ For NCTP material including working group reports and meeting minutes, see:
https://ops.fhwa.dot.gov/freight/infrastructure/truck_parking/workinggroups/index.htm

Funding Sources for Truck Parking Activities

Section 1401 of Public Law 112-141 (MAP-21), commonly referred to as "Jason's Law," established eligibility for a range of facilities to provide for commercial motor vehicle parking. These facilities, located on the National Highway System (NHS), provide safe parking for truck drivers enhances public safety by ensuring drivers are well rested. Prior research by the Federal Motor Carrier Administration indicates that fatigue is a factor in approximately 13 percent of large truck involved crashes.² Eligible activities under Jason's Law include:

1. Constructing safety rest areas with truck parking;
2. Constructing public truck parking facilities adjacent to truck stops and travel plazas;
3. Opening existing facilities such as inspection and weigh stations and park-and-ride facilities to accommodate truck parking;
4. Promoting the availability of publicly or privately provided truck parking on the National Highway System (NHS) using intelligent transportation systems (ITS) or other means;
5. Constructing turnouts along the NHS for truck parking;
6. Making capital improvements to seasonal public truck parking facilities to allow the facilities to remain open year-round; and
7. Improving the geometric design of interchanges on the NHS to improve access to truck parking facilities.

There are a number of federal formula fund programs which may be used to support the above truck parking projects:

- **Surface Transportation Block Grant Program (STBG)** provides funding for Truck parking facilities eligible under Section 1401 of MAP-21.
- **National Highway Freight Program (NHFP)** provides formula funds to states to improve the condition and performance of the National Highway Freight Network under 23 U.S.C. 167(i). Eligible activities include truck parking facilities and real-time traffic, roadway condition, and multimodal transportation information systems. The NHFP funds are eligible for use on the Primary Highway Freight System or National Highway Freight Network.
- **Highway Safety Improvement Program (HSIP)** provides funding for truck parking, provided the need for truck parking is consistent with the State Strategic Highway Safety Plan (SHSP) developed under 23 U.S.C. 148 and corrects or improves a roadway feature that constitutes a hazard to road users or addresses a highway safety problem.
- **National Highway Performance Program (NHPP)** funds may be obligated for a project on an eligible facility that supports progress toward the achievement of national performance goals for improving infrastructure condition, safety, congestion reduction, system reliability, or freight movement on the NHS. Eligible projects include highway safety improvements on the NHS, which may include truck parking per 23 U.S.C. 148.

² <https://www.fmcsa.dot.gov/safety/research-and-analysis/large-truck-crash-causation-study-analysis-brief>

- **Congestion Mitigation and Air Quality Improvement Program (CMAQ)** may be eligible for the construction of truck stop electrification systems that reduce the need for trucks to idle under 23 U.S.C. 149, but is not eligible for construction of truck parking. Eligibility must be determined in consultation with the U.S. Environmental Protection Agency (U.S. EPA) based upon the likelihood that the associated emissions reduction would benefit a nonattainment or maintenance area.

In addition to formula funding programs, there are also several grant opportunities for truck parking projects, including the following:

- **Infrastructure for Rebuilding America (INFRA) Grant** program is a multiyear discretionary grant program in the Fixing America's Surface Transportation (FAST) Act to fund critical freight and highway projects. Eligible projects include highway freight projects on the National Highway Freight Network, highway projects on the NHS and other specified intermodal freight projects. The INFRA Grant can cover up to 60 percent of the total project cost. Formerly known as the Fostering Advancements in Shipping and Transportation for the Long-term Achievement of National Efficiencies (FASTLANE) Grant. Florida DOT received funding for its truck parking availability system (TPAS), which detects available truck parking and collects data at over 70 public facilities in Florida, via a \$10.8 million FASTLANE grant in 2016. Florida DOT's TPAS project is the only truck parking project that has received FASTLANE/INFRA grant funding.
- **Better Utilizing Investments to Leverage Development (BUILD) Transportation Discretionary grants program** (formerly known as the TIGER grant program) provides capital funding directly to any public entity, including municipalities, counties, port authorities, tribal governments, and metropolitan planning organizations, including multi-modal and multi-jurisdictional projects that are difficult to fund through traditional Federal programs. These grants are intended to support innovative projects that generate economic development and improve access to reliable, safe, and affordable transportation and are not specifically focused to freight needs. FY2018 awards have not been released. TIGER funds have been used in the past to support truck parking projects, most notably the 2015 award of \$25

Figure 1 – FDOT FASTLANE Grant. Source: FHWA

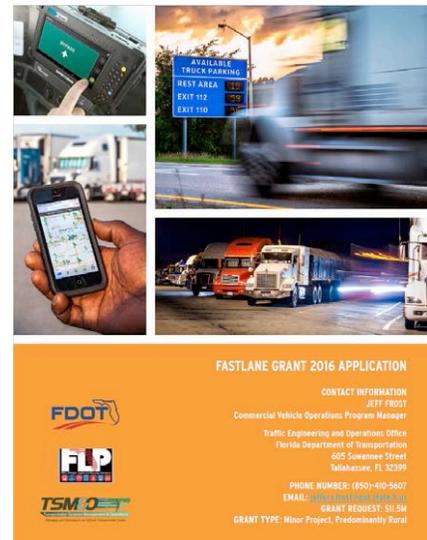


Figure 2 - MAASTO TPIMS TIGER Grant Award. Source: FHWA



million to the DOTs of Kansas, Indiana, Iowa, Kentucky, Michigan, Minnesota, Ohio, and Wisconsin for a Regional Truck Parking Information and Management System (TPIMS). The system had a soft launch in the fall of 2018 and is scheduled to cover more than 150 parking sites on nine high-volume corridors starting in the summer of 2019.³ Funding can be used for 100 percent of project costs in rural areas and for up to 80 percent of costs in urban areas.⁴

- **Innovative Technology Deployment (ITD) Program** (formerly known as CVISN) provides an additional funding source for truck parking projects through the Federal Motor Carrier Safety Administration (FMCSA) High Priority – ITD Grant. Historically, the ITD Program has focused on commercial vehicle enforcement with funds supporting three deployment areas: electronic credentialing, safety information exchange, and electronic screening. The FY2018 grant cycle included truck parking as a priority project area for states that have achieved Core Compliance in the program.⁵ Projects should demonstrate real-time truck parking availability information dissemination to drivers using dynamic message signs, interactive voice recognition, smartphone applications, or other proven technology. Projects are funded at an 85% federal/15% state match level. Delaware received a FY2018 Grant for a truck parking ITS project.
- **Accelerated Innovation Deployment (AID) Demonstration program** provides funding as an incentive for eligible entities to accelerate the implementation and adoption of innovation in highway transportation. The AID Demonstration program is one initiative under the Federal Highway Administration (FHWA) Technology and Innovation Deployment Program providing funding and other resources to offset the risk of trying an innovation. Approximately \$10 million in funding is available from FY2016 through FY2020. Projects must involve any phase of a highway transportation project between project planning and project delivery including planning, financing, operation, structures, materials, pavements, environment, and construction. In addition to the FASTLANE grant award, Florida DOT was awarded an AID grant for \$1 million in 2015 to deploy its real-time TPAS.

³ <https://www.fleetowner.com/driver-management/real-time-truck-parking-data-aims-strengthen-midwest-freight-corridors>

⁴ Rural areas are those outside of a US Census defined “Urbanized Area” which consists of a densely settled territory with a population of 50,000 people or more.

⁵ As of April 2018, all states in the I-95 Corridor Coalition are Core Compliant with the exception of the District of Columbia, New Hampshire, Pennsylvania, Rhode Island, and Vermont. <https://www.fmcsa.dot.gov/information-systems/itd/itd-current-status>

- **Diesel Emissions Reductions Act (DERA)** Clean Diesel Funding Assistance Program provides approximately \$40 million in competitive grant funding through the U.S. EPA. The Program solicits proposals nationwide for projects that achieve significant reductions in diesel emissions in terms of tons of pollution produced and exposure, particularly from fleets operating in areas designated by the Administrator as poor air quality areas. Grant funds may be used for clean diesel projects, including EPA-verified technologies, California Air Resources Board verified technologies, idle-reduction technologies, aerodynamic technologies and low rolling resistance tires, and early engine, vehicle, or equipment replacements. Historically, this grant funding has been used for truck parking activities, including truck stop electrification, truck fleet replacement, and other truck parking activities. Examples of funding awarded to I-95 Corridor Coalition member states include:
 - Virginia’s James Madison University received \$800,000 to replace one diesel truck with CNG truck; install electrified parking spaces for 143 reefer trucks (FY2015).
 - Massachusetts’ Chelsea Collaborative received \$280,000 to replace 11 diesel transport refrigeration units with electric units and install truck stop electrification (FY2011)
 - Maine Turnpike Authority received \$1.21 million to install truck stop electrification with 30 stops at state-owned rest stop on I-95 Corridor in Gardener, ME (FY2009)
 - Georgia Department of Natural Resources received \$748,000 to install truck stop electrification station with 85 spaces for long haul trucks (FY2009)
- **Advanced Transportation and Congestion Management Technologies Deployment (ATCMTD)** program provides up to \$60 million in Federal Funding (50/50 match) to eligible entities to develop model deployment sites for large scale installation and operation of advanced transportation technologies to improve safety, efficiency, system performance, and infrastructure return on investment. Though truck parking is not explicitly stated as an eligible activity, the funds may be used towards transportation management technologies, data collection systems, pricing/payment systems, or other technologies that support truck parking activities. For example, the Virginia Port Authority received \$1.5 million in ATCMTD funds in 2017 to develop a truck reservation system to save time for freight shippers and reduce instances of idling trucks near the port facilities.⁶

Figure 3 - Boston Region MPO Truck Electrification. Source: Boston Regional Metropolitan Planning Organization



⁶ A truck parking availability system (TPAS) grant application was awarded \$6.85 million in funding in 2018 to the I-10 Western Corridor Coalition consisting of Texas, New Mexico, Arizona, and California. See: <https://www.fhwa.dot.gov/pressroom/fhwa1906.cfm>

- **Volkswagen (VW) settlement payments**⁷ totaling \$4.7 billion will be split into two distinct funds: (1) \$2.7 billion will go towards an Environmental Mitigation Trust to fund projects that reduce nitrogen oxide (NOx) emissions where VW diesel 2.0 liter vehicles were, are, or will be operated, and (2) the remaining \$2 billion will go toward zero emissions vehicle investments to improve infrastructure, access, and education to advance zero emission vehicles. States will determine how the Environmental Mitigation Trust funds will be spent. VW will determine how the zero-emission vehicle (ZEV)⁸ funds will be spent, subject to approval of the U.S. EPA and the California Air Resources Board. Eligible activities for ZEV infrastructure investments include designing, planning, constructing, installing, operating and maintaining infrastructure. Infrastructure designations include shared Level 2 charging stations, public DC fast charging stations that use non-proprietary connections, ZEV fueling stations, and next-generation public ZEV charging infrastructure. VW has stated an interest in installing chargers in approximately 15 metro areas and developing a cross-country network of 200+ fast-charging stations during the first investment cycle.⁹ Truck parking projects that are eligible under DERA (including truck stop electrification) are eligible.¹⁰

⁷ More information about the settlements between the U.S. EPA and Volkswagen and its entities is available here: <https://www.epa.gov/enforcement/volkswagen-clean-air-act-civil-settlement>

⁸ ZEVs include light duty trucks, medium duty vehicles, or heavy duty vehicles that produces zero exhaust emissions, as well as plug-in hybrid electric trucks.

⁹ www.electrifyamerica.com

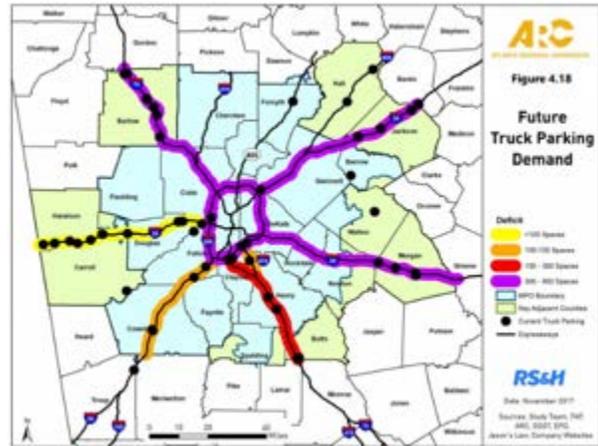
¹⁰ <https://www.epa.gov/sites/production/files/2017-10/documents/faq-ben.pdf>

Recent Truck Parking Studies

Over the years, dozens of I-95 Corridor Coalition states and metropolitan regions have conducted studies truck parking related studies. Since 2017, three states and one Metropolitan Planning Organization (MPO) along the I-95 corridor have conducted similar studies:

- Atlanta Regional Commission (ARC)**'s "Atlanta Regional Truck Parking Study" (2018). Generalized study findings were: a lack of parking supply throughout the region that will worsen in the future; I-285 is particularly challenging for truck parking; mandatory requirement for electronic logging devices (ELDs) within all commercial vehicles is projected to increase demand; significant ongoing growth of industrial development in the Atlanta Region is expected to increase truck volumes and parking demand; recommended solutions vary based upon perspective within the trucking industry. Recommendations include: adding/expanding truck parking supply; developing truck parking policies; developing truck parking partnerships; improving sharing of truck parking information; monitoring/integrating future tech developments. This final section of the report goes into detail for each of the 5 recommendations, and provides a helpful summary table of strategies and action items on the last page of the document.
- Florida DOT**'s "District Five Truck Parking Study" (2018) seeks to understand current and projected truck parking supply and demand, and will ultimately identify and document truck parking challenges, opportunities, and solutions. As of October 30, 2018 the final report is not publicly available, but a presentation summarizes the steps taken towards identifying the district's needs and opportunities.
- Florida DOT**'s "Analysis of Freight Transport Strategies and Methodologies" (2017) researched strategies, methodologies, and other solutions relevant to enhancing last-mile observability and identified best practices that FDOT and other Florida MPOs can integrate and implement. The study acknowledged that truck parking is an observed last-mile issue, noting that the State currently has limited truck parking near freeways and freight facilities, and little visibility into which spots are occupied or into the real-time availability of spots. Although the study conclusions do not explicitly address truck parking solutions, it recommends that FDOT use global positioning system (GPS) data to develop a more detailed understanding about how trucks traverse the last mile network and estimate truck volumes and precisely locate truck bottlenecks.
- Florida DOT**'s "Truck Parking Supply and Demand: FDOT District 4" (2017) evaluated truck parking needs and issues in Florida's District 4. The study documented the supply and demand of truck parking, conducted stakeholder interviews, and distributed truck driver surveys. The study

Figure 4 - Atlanta Regional Commission Future Truck Parking Demand



concluded that the existing truck parking supply in the District exceeds 1,600 spaces while the demand ranges from 2,000 to 2,600 spaces. As such, unmet parking demand is estimated to be 500 to 1,000 spaces generated by long haul, over-the-road truckers. Although this unmet demand varies by county based on supply, there is also unmet demand in Miami-Dade County that competes for District 4's supply. The study recommends that FDOT identify land available for truck stop development and identify needed improvements at existing FDOT truck parking facilities to help increase available supply and utilization.

- **North Carolina DOT's** "North Carolina Statewide Multimodal Freight Plan Truck Parking Study" (2017). NCDOT completed its truck parking study along with its Statewide Multimodal Freight Plan. Recommendations include: partnering with truck travel centers to expand facilities (noted Pilot and Loves expansions); employ technology solutions; explore trial truck parking at selected weigh stations (noted Hillsborough Weigh Stations on I-40/I-85 and the new Gaston County Weigh Station on I-85); explore retrofitting selected abandoned rest areas (identified 1 site along I-85 in Cleveland County); use weigh station technology to communicate truck parking; conduct truck parking notification system pilot; coordinate with MPOs and RPOs; and convene a standing truck parking committee. Phase II of this study, Implementation, is currently in progress. This phase will develop detailed concepts of operations for the most feasible and highest priority recommendations for maximizing utilization of existing truck parking, increasing the supply of truck parking and facilitating ongoing education and awareness of the need and benefit of freight activity and truck parking.
- **Connecticut General Assembly's** research report titled "Commercial Activity at Interstate Rest Areas" (2018) evaluated the restrictions that federal laws place on commercial activity at interstate rest areas, and whether states can sell these areas to a private entity for continued use as a rest area or similar establishment (e.g., gas station). The report found that federal law appears to prohibit the sale of a rest area to a private entity for continued use as a rest area or as another commercial establishment serving motorists and located in the interstate right-of-way.

In addition to efforts conducted by Coalition (and partner) members, FHWA is conducting a second round of Jason's Law truck parking surveys. This survey will include drayage and short-haul drivers as well as ports to help identify short-term and staging parking needs in addition to long-haul issues.¹¹

¹¹ <http://www.landlinemag.com/story.aspx?storyid=72689#.W9oBJZKjcs>

Summary of Truck Parking Efforts in I-95 Corridor Coalition States

Table 1 summarizes recent truck parking efforts and potential future activities in each I-95 Corridor Coalition member state. States are presented from north to south in the Corridor. The table includes a summary of the truck parking projects noted in State Freight Plans, State Transportation Improvement Programs (STIPs), key MPO studies and plans, truck parking studies, and information pertaining to truck parking operations & maintenance (O&M) costs where available.

Obtaining data on O&M costs related to truck parking is difficult for a number of reasons. First, the majority of public truck parking spaces are located at public rest areas or welcome centers. Most states do not have the level of data necessary to differentiate between truck parking and general vehicle parking O&M at these sites. Second, data quality issues precluded some states from providing an accurate estimate. Information obtained from State DOTs (or relevant partner agencies) are provided but do not include specific cost estimates. Cost estimates from publically available sources such as news reports are included as applicable.

Overall, truck parking O&M estimates for public sector agencies range between approximately \$13,000 and \$30,000 per space per year with costs in the northern states typically higher than that in states further south in the Corridor. The majority of truck parking spaces are at rest areas and welcome centers so costs include staffing and maintenance for facilities beyond just truck parking spaces. However, costs do not include more extensive rehabilitation work that may be required periodically or any ITS related O&M costs (DMS, vehicle detection systems, etc.). These state estimates are consistent with numerous media reports indicating that closing a rest area saves a state between \$200,000 and \$400,000 in O&M costs annually. This study also obtained O&M costs from two privately operated rest area facilities in states that allow commercialization on I-95. While the total cost to operate the sites is comparable, the high number of truck parking spaces available at each means the O&M cost per space is much lower—less than \$5,000 per space—than for smaller, publically operated lots.

Table 1 – Summary of Truck Parking Activities in I-95 Corridor Coalition Member States

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
ME	No specific projects. Notes that MaineDOT should prepare for the Federal mandate for ELDs to maintain records of duty status by conducting a study of truck parking needs throughout the State. The study should assess the challenges to providing safe truck parking facilities, determine how much capacity is needed, determine where capacity is needed, and assess how all these factors may change over the long run.	N/A	N/A.	N/A	Maine DOT manages 6 visitor information centers with 46 truck parking spaces (between 6 and 11 spaces at each facility). Funding for O&M comes from the State Highway Fund and is used to pay for contract services, staff time, and materials. Janitorial and snow plowing account for the highest recurring costs.
NH	N/A	N/A	A 2016 Rest Area/Welcome Information Center (RA/WIC) study ¹² included a truck parking demand analysis. Using the 2002 FHWA model ¹³ to calculate truck parking demand on I-95, I-89, and I-93. I-95 southbound had an existing gap of approximately 100 spaces, followed by approximately 80 space gap on I-89 (Vermont to I-91 interchange). The study identified a need to expand truck parking at the Seabrook RA/WIC as	N/A	There are 12 RA/WIC in NH. These facilities have 185 spaces for oversized vehicles (both trucks and recreational vehicles). The study includes costs for recommended maintenance and repair activities including truck-parking related costs. Funding comes from State Highway Funds except for Hooksett NB/SB and Seabrook (I-95 NB)

¹² <https://www.visitnh.gov/getmedia/19d3db5e-d43c-497c-8ab3-8856b50509ac/WIC-Study-Report-9-02-16.pdf>

¹³ Federal Highway Administration. Study of Adequacy of Commercial Truck Parking Facilities. 2002. Online at: <https://www.fhwa.dot.gov/publications/research/safety/01158/index.cfm>

I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
			well as restripe existing spaces to accommodate large trucks and maximize the existing space. ¹⁴		facilities (Bureau of Turnpike funds)
VT	No specific projects. Truck parking and rest areas are generally sufficient for present demand; however, growth in truck traffic could result in limited available capacity in future years.	N/A	N/A	N/A	There are 14 welcome/information centers in Vermont with approximately 8-10 truck parking spaces each. Costs are split between VTrans (paving/plowing) and the Department of Building and General Services (staffing, supplies, utilities, etc.).
MA	Consensus is that MA lacks enough truck parking and service facilities. Featured map shows the location of these facilities relative to major highways and the “distribution belt” that follows I-495, I-290, and US-44 along the periphery of the Boston Area. Truck stops cluster in Springfield and near the intersection of I-90 and I-84, but no parking facility public or private exists on I-495 north of I-90. This stretch of highway sees the highest truck volume in MA. Freight Plan considers sites near Logan Airport that could	N/A	No statewide study. Boston Region MPO only.	Boston Region MPO released a technical memorandum called "Rest Locations for Long-Distance Truck Drivers in Massachusetts" in 2016. Study recommended improving capacity. It identifies the major trucking corridors but does not specify precise locations for new truck stops. Noted that the northwest arc of I-495 could be a good starting point.	Unknown

¹⁴ The State of New Hampshire Department of Transportation Statewide Rest Area and Welcome Center Study. AECOM. June, 2016. Online at: <https://www.visitnh.gov/getmedia/19d3db5e-d43c-497c-8ab3-8856b50509ac/WIC-Study-Report-9-02-16.pdf>



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	<p>accommodate a truck parking facility to eliminate truck storage at on-airport loading doors. MassDOT is conducting a truck parking improvement implementation study, which will make recommendations regarding potential locations for truck stop electrification.</p>				
RI	<p>The location of truck parking in the state is an issue. The only truck rest stop with facilities is located south of Providence in West Greenwich. From a regional perspective, truck parking facilities are provided in CT near the state line and along I-495, I-195, and I-95 in MA. The adequacy of these facilities in terms of providing sufficient truck parking spaces and the needed amenities is a concern. Plan mentions that increasing truck parking capacity is needed, but designates it as a "low" priority.</p>	N/A	N/A	N/A	Unknown

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CT	<p>Recommendation includes increasing supply of truck parking in CT. Also notes providing more real-time and predictive information to truck operators, regarding truck parking availability, truck routes, hazards and incidents that impede truck travel. Unsanctioned parking locations, especially on interstate ramps, present safety and operational concerns and are a significant issue for both law enforcement and CTDOT. A 2008 study of truck parking needs found that there was a deficit of 1400 parking spaces. There is a consensus that the deficit still exists, and that it exists mostly in western Connecticut. Land for new, additional parking adjacent to the Interstate System along I-84 and I-95 on the west side of the state is scarce. To find a solution to this issue, the state will need to work with property owners, local governments, truckers and law</p>	N/A	N/A	N/A	<p>USA Today article from April 2017 reported that Connecticut may close 7 Interstate rest areas, which entails closing the buildings, removing portable toilets, and cutting 12 attendant positions. This would save the state \$1.1 million over two years.¹⁵</p>

¹⁵ <https://www.usatoday.com/story/news/nation/2017/04/01/highway-rest-stops-disappearing/99868368/>



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	<p>enforcement. The plan also notes the costs of addressing the truck parking issue. Estimates that developing new truck rest areas (includes construction of new truck rest area facilities to address statewide truck parking shortage, providing safe and ample parking to meet demand) to be \$500 million.</p>				
NJ	<p>NJDOT to advance a Pilot Truck Parking Improvement in Springfield Township. The former rest areas located on I-295 in Springfield Township were closed following budget cuts in the early 2000s. The proximity of this location to growing clusters of distribution areas in Burlington County makes it a worthwhile candidate for improvements that would retrofit existing facilities to help close the gap between existing truck parking availability and truck parking demand. NJDOT should reactivate these facilities by seeking appropriate partners to</p>	<p>Truck Weigh Station, Bergen County will include 11 parking stalls (UPC: 960647) – study and development program, location TBD.</p>	<p>No statewide study. North Jersey Transportation Planning Authority (NJTPA) study only.</p>	<p>NJTPA completed the "North Jersey Truck Rest Stop Study" in 2008. The study presented a series of recommendations and outlined the criteria used in selecting recommended sites for truck parking locations. It noted 2 potential sites that met the criteria: NJ Turnpike Vince Lombardi Service Area (Ridgefield Borough in Bergen County) and NJ Turnpike Molly Pitcher Service Area (Cranbury Township in Middlesex County).</p> <p>NJTPA updated its online Freight Activity Locator tool to include truck parking facilities in 2018.</p> <p>Nothing mentioned in NJTPA Transportation Improvement Plan (TIP) for 2017-2021.</p>	<p>Unknown</p>



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	<p>fund the necessary improvements.</p> <p>NJDOT has actively partnered with private businesses to advance safety programs throughout the state, including the Safety Service Patrol funded by State Farm and the recent partnership with GEICO to dedicate 14 rest areas throughout New Jersey as "Safe Phone Zones." While these partnerships have not resulted in physical improvements, and the scale of these partnerships are substantially smaller than the funding that would be required to improve the Springfield Township facilities, they indicate a willingness of NJDOT to actively partner with private sector agencies to improve conditions for drivers in New Jersey.</p>				
NY	N/A	D1: Conversion of I-90 WB rest area to parking area, Schodack" Funding is from STP Flex and Non-Federal Aid (NFA). This project is	N/A	From New York Metropolitan Transportation Council 2017-2021 TIP: NYSDOT to construct truck rest area on I-495 to accommodate parking trucks, location to be determined by	New York operates truck parking at 35 public facilities. Majority of costs are for contracted staff for cleaning, staffing rest areas. HVAC, utilities & maintenance supplies are a small percent.



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State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
		<p>complete and the site is open.</p> <p>D10: Construct truck rest area on I495 to accommodate parking trucks. Location to be determined Nassau and Suffolk County. \$3.279 million from State-dedicated funds from gasoline tax and NHPP.</p>		<p>Nassau and Suffolk County - FY2021</p>	<p>These are NPS (non-personal services) costs only and do not include the cost of NYSDOT personnel to oversee cleaning staff, perform maintenance, etc. NPS funding used for rest areas is shared with pavement, striping, drainage, bridge, environmental, signs, and guiderail maintenance programs, plus small equipment purchases & routine maintenance of other facilities.</p>
PA	<p>No specific projects noted. Plan notes that current shortage of truck parking in PA diminishes truckers' operational efficiency and contributes to safety and environmental problems. The lack of truck parking is less an issue for local and regional carriers who have facilities that help manage the load planning. However, staging for pickups and deliveries within more urban areas can be problematic even for those operations. The largest need exists in and around the urban areas and at the major connection points in the interstate system.</p>	N/A	<p>PennDOT's "Truck Parking in Pennsylvania" (2007). Study concludes with a 12-point strategy for meeting truck parking needs. Recommendations were broad and policy-focused. No specific truck parking projects mentioned at sites in PA.</p>	<p>Delaware Valley Regional Planning Commission completed the "Regional Truck Parking Study: A Comprehensive Analysis of the Supply and Demand of Truck Parking in the Philadelphia-Camden-Trenton Region" in 2011. Study determined that the truck parking system in the DVRPC region is not adequate. Identifies two locations where major projects could be undertaken to improve access to truck parking - I-295 Exit 56 in Borden Township in NJ and I-95 Street Road Exit in Bensalem, PA. No other specific projects noted.</p>	<p>Approximately 169 truck parking spaces statewide (not including Turnpike). Maintenance of rest areas and welcome centers is handled by PennDOT at the county level. PennDOT is also exploring P3 opportunities to fund truck parking projects.</p>



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
DE	<p>Plan recommends enhancing policies and opportunities related to truck parking and rest areas, weight limits, taxes, tolls, or other motor freight issues. Notes a commitment to US 301 Bay Country Rest Area - Truck Parking project investment.</p> <p>Possible truck parking issues or needs, including additional capacity for overnight truck parking and smaller time frame staging areas, were noted for the following locations: (1) Delaware along the I-95 corridor and any of the east/west routes that connect to I-95; (2) Kent County, DE; (3) on Maryland's Eastern Shore near the Chesapeake Bay Bridge; (4) along US 301 near the MD/DE line; around Salisbury, MD; (5) in and around the Port of Wilmington; (6) along US 13 in Accomack and Northampton Counties, VA</p>	N/A – state received an ITD Grant in FY2018 for truck parking ITS deployment	No statewide study. Wilmington Area Planning Council study only.	<p>Wilmington Area Planning Council completed "Port of Wilmington Truck Parking Study" in 2013. Study identified two potential locations for a truck parking area in South Wilmington: (1) F & H Transport property on Terminal Avenue at I-495, and (2) Pigeon Point Road LLC property on Terminal Avenue at Pigeon Point Rd. The cost of purchasing either the F & H Transport or Pigeon Point LLC properties approx. \$300,000. The electrification of 30-50 parking spots would require an outlay of around \$50,000. Fencing, building construction, security camera installation, along with ongoing maintenance and labor fees would add to the cost. A reasonable estimate would be an initial investment of around \$500,000.</p>	Unknown
MD	Plan goal to expand supply of truck parking statewide in public and private	Completed I-95 Howard County Welcome Center	N/A	Nothing noted in Metropolitan Washington Council of Government's TIP for 2019-2025	Maryland House and Chesapeake House are privately operated truck stop



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
	<p>facilities, and maximize utilization of truck parking capacity.</p> <p>Recommendations for TSO, SHA, and MDTA: (1) collaborate with private travel services providers to expand truck parking capacity and availability; (2) develop additional truck parking capacity throughout MD in public facilities; (3) evaluate current truck parking availability technology systems and potential for implementation in MD.</p> <p>Goal to reduce illegal truck parking performance measure. Key locations: I-68 Youghiogheny Overlook (Garrett County), I-70 Eastbound and Westbound Welcome Areas (Frederick County), I-95 Northbound Welcome Center (Howard County), I-70 Eastbound Truck Rest Area (Frederick County). To address the parking shortage, MDOT identified truck parking expansions within its existing Welcome Center, Truck</p>	<p>truck parking expansion in 2015 for \$5.7 million.</p>			<p>facilities (also include parking for other vehicles).</p>



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
	<p>Rest Area and Park & Ride facilities.</p> <p>Other methods to increase truck parking include: (1) identifying areas along freight corridors that have sizable right-of-way that can serve as a possible truck holding area; (2) investigating P3 truck parking opportunities with developers; (3) researching the use of Truck Weigh and Inspection Stations for overnight truck parking when the station is closed; (4) reviewing possible expansion of park and ride facilities to include truck parking.</p>				
VA	<p>Virginia DOT conducted a truck parking study in 2015 to address truck parking challenges statewide. No specific projects noted in State Freight Plan.</p>	N/A	<p>Virginia DOT completed the "Virginia Truck Parking Study" in 2015. Study concludes with several recommendations to increase the supply of truck parking spaces, but does not specify exactly where new truck parking facilities should go or what kinds of investments should be made. Mentions "exploring" options ITS, technology, etc.</p>	N/A	<p>In 2009, VA closed 19 rest areas, saving nearly \$500,000 per site.¹⁶</p>
NC	<p>NCDOT conducted a Truck Parking Study alongside its</p>	<p>US 23/US 441 in Franklin to NC 106 in</p>	<p>NCDOT completed its truck parking study along with its Statewide</p>	<p>North Carolina Capital Area Metropolitan Planning</p>	<p>Unknown</p>

¹⁶ <https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2010/07/28/as-some-states-close-highway-rest-stops-others-see-roadside-revenue>



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
	<p>Statewide Freight Plan. The Truck Parking Study is much more detailed, but the Statewide Freight Plan notes that truck parking is found along the Interstate System, with the lowest availability along I-77 and I-85 and the highest availability along I-95, I-40 (west of Winston-Salem), and I-74.</p> <p>Plan discusses ITS/automation in the context to reducing the need for truck stops and truck parking. Recommends developing a digital backbone to deploy technology to leverage real-time travel and truck parking data aimed at the freight industry. Also suggests implementing truck parking strategies at abandoned rest areas and weight stations from the Statewide Truck Parking Study. The trucking industry suggested exploring industry user fees as a funding mechanism.</p>	<p>Highlands. Construct truck information stations and truck turn-arounds. Macon County. Under construction (\$2.5 million) ID# R-5115</p> <p>New rest area to replace existing facility and accommodate sewer system, future building and parking needs. ID#: K-4700 (\$10.1 million) NHP funding. Currituck County.</p> <p>Road widening on I-26 south of Asheville will include demolition of two rest areas, the rebuilds will expand truck parking at each from 11 to 35 spaces.</p>	<p>Multimodal Freight Plan. Specific recommendations for increasing truck parking include: partnering with truck travel centers to expand facilities (noted Pilot and Loves expansions); exploring trial truck parking at selected weigh stations (noted Hillsborough Weigh Stations on I-40/I-85 and the new Gaston County Weigh Station on I-85); and exploring retrofitting selected abandoned rest areas (noted 1 site along I-85 in Cleveland County).</p>	<p>Organization Triangle Region Freight Plan mentions truck parking as an issue in the region. Does not mention specific projects, but lists several elements that need to be evaluated with respect to truck parking. Lists the following actions: inventory truck parking capacity throughout the region; specify truck parking in development and redevelopment plans; seek allowance for truck parking by businesses benefitting from access improvements; develop real time electronic reporting of available truck parking, accessible from smart phones; assess on-line reservation system for truck parking spaces; evaluate activity centers for hot spots affecting truck loading.</p>	
SC	Plan mentions a safety-focused goal to enhance	N/A	N/A	N/A	South Carolina has 19 rest areas and 7 truck parking areas



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
	truck parking availability and information management on SC interstates/ South Carolina Freight Network. Notes investment in I-85 Park & Ride & Truck Parking for FY2019 and FY2020 (est. cost \$5.7 million).				with approximately 643 spaces (7-57 spaces per site). O&M costs include daily trash removal and litter cleanup, weekly washing of trash containers, spraying of insecticide as needed, and mowing.
GA	No specific recommendations, though its Truck Modal Profile does devote a chapter to evaluating the issue. Defers to ARC's 2018 study for the Metro Atlanta area, which had not been released at the time of the freight plan's publication.	N/A	No statewide study. ARC study only.	<p>ARC Truck Parking Study (2017). The study found a lack of parking supply throughout the region that will worsen in the future. I-285 is particularly challenging for truck parking, and significant ongoing growth of industrial development in the Atlanta Region is expected to increase truck volumes and parking demand.</p> <p>The study recommended expanding truck parking supply, but did not specify exact location. Recommended that project sponsors for the study develop an inventory of authorized parking spaces and identify where new parking should be located.</p>	<p>ARC's Truck Parking Study cites some costs related to using closing public facilities. Cites Missouri DOT practice of using previously closed rest areas as truck-only facilities. Modifications may include removing buildings and picnic areas, and installing waterless, vault toilets. According to MoDOT, conversion costs were recouped within 5 years as the maintenance costs for truck-only locations versus traditional full-service locations is dramatically less (\$2,225 month / location versus \$18,285 / month).</p> <p>In 2008, GA spent \$4.5 million to run 17 rest areas and 9 welcome centers (average \$173,000/site). Closing two rest areas saved the state \$300,000/yr. per site.¹⁷</p>

¹⁷ <https://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2010/07/28/as-some-states-close-highway-rest-stops-others-see-roadside-revenue>



I-95 Corridor Coalition Recent State Activities - Summary

State	Truck Parking Projects Noted in State Freight Plans	Truck Parking Projects Noted in STIPs	Findings from State Truck Parking Studies	Truck Parking Studies and Projects Noted by MPOs	Truck Parking O&M Costs
FL	No specific recommendations. Florida Freight Mobility and Trade Plan factors in truck parking in its project prioritization criteria (i.e. if a project improves truck parking, it receives 5 points towards its project scoring).	Turkey Lake and Canoe Creek Service Plazas parking lot lighting upgrades Item# 439145. Cost \$1.2 million.	<p>FDOT has completed many studies to identify the extent of the parking shortage throughout Florida and projects to increase parking availability.</p> <p>FDOT's largest truck parking initiative is the development of a Truck Parking Availability System (TPAS) to provide information to truck drivers on the availability of parking spaces at facilities throughout the state. The system will include public areas (rest areas, welcome centers, weight stations) and off-system private facilities (private truck stops, gas stations). System will cover FL's four primary interstate corridors, I-4, I-10, I-75, and I-95. Information regarding parking availability will be delivered to drivers in a variety of ways, including roadside dynamic messaging and the state's traveler information system Florida 511.</p>	<p>Broward MPO noted truck parking in its 2040 Plan. Despite the development of the Florida 595 Truck Stop, it is often over capacity, suggesting additional need.</p> <p>Miami-Dade MPO documented its truck parking shortage in a two-phase study. Only 293 truck parking spaces identified, but demand estimated at 12,000 spaces. 13 possible sites were identified and screened as part of the study. Miami-Dade MPO contacted the parcel owners to inform them that their properties had been identified as potential sites for truck parking development. Several of the final sites represent property owned by FDOT.</p>	<p>USA Today article from April 2017 reported that closing a traditional highway rest area on a local road off I-75 in Punta Gorda in 2015 saved an estimated \$300,000 per year in maintenance costs.¹⁸</p> <p>FDOT intends to use money from TPAS sponsorship program to fund O&M activities.</p>

¹⁸ <https://www.usatoday.com/story/news/nation/2017/04/01/highway-rest-stops-disappearing/99868368/>



Public-Private Partnerships

Public-private partnerships (P3s) are an alternative financing and risk transfer tool used by governments for large projects, as opposed to a standard public procurement. A P3 is an agreement between a government agency and a private-sector company, or consortia, for the designing, building, financing, operating, and/or maintenance (or any combination) of a project and assets for a designated period of time, usually 25 to 30 years or longer.

There are risks and benefits to organizing truck parking solutions under a P3 arrangement. Since the agreement may encompass many decades and various parties, the long-term usage patterns have to be well understood and all parties clear on their responsibilities and expectations. Even with the inherent risk, P3s can be seen as attractive alternative to traditional procurements as Government agencies can allow for new methods of innovative financing for parking projects and financial risk on the project can be shared with or fully transferred to the private sector.

P3s can be used to develop both new facilities or expanding existing ones. New facilities allow for the greatest flexibility in the project development and P3 structuring. In cases where the P3 is expanding or revitalizing existing assets, the private sector may seek higher compensation for taking on the additional risk of assets which they did not have control of during its initial planning, construction, or prior maintenance.

Design-Build-Finance-Operate-Maintain

P3s under a design-build-finance-operate-maintain arrangement or concession transfer to a private sector partner full responsibility for the design, construction, finance, and long term operations and maintenance of a facility or asset over a set period of time. In almost all cases, the public entity retains overall ownership of the facility throughout, and has responsibility transferred back at the end of the contractual period. During the time the private sector is responsible for the facility or asset, they will be compensated through availability payments (contractually set annual payments from the public sector with level-of-service requirements), through a collection of tolls or direct user-fees, or an agreed combination of both.

Public-Private Partnership Structures

There are several different ways in which a P3 can be structured:

- **Condominium**—Useful to maintain separate ownership of any multi-facility parking area, or serving a variety of users. Within the condominium approach, both public and private partners would own and maintain defined sections of the overall parking area. The agreement would need to outline overall facility maintenance/security costs, but individual parking spaces would be designated to specific users. This structure could be organized after a facility has been built, either fully by the public sector, the private sector, or through a mixed funding source. Users would be able to then use their designated and managed spaces for individual operations, or lease/rent them to other users as needed.

- **Lease or Leaseback**—Usually the public entity, as the owner of the property, will enter into a long-term lease agreement with a developer or consortium who then designs, finances, and builds the facility on behalf of the public entity. The lease is focused on the land on which the facility sits, and the public entity can lease-back the completed facility for their own use, or allow the facility to be leased to others (i.e., local freight centers). The private developer will structure the facility use cost/lease to cover operating expenses, service debt costs, and brings some set return on investment. At the end of the set lease period, the public entity receives the land and built facility back from the original developer or current owner for a previously agreed fee in the lease contract (often in the industry only \$1).
- **Concessionaire Agreement**—Similar to aforementioned Lease or Leaseback, except in this case, the developer is actually both the builder and operator of the facility. Within a concession agreement, the private sector developer or consortium will operate and maintain the facility throughout the set life of the project, and at the end transfer all operations back to the public entity (again, usually for \$1). During the time of operations, the developer will organize usage of the facility, and charge appropriate costs to cover operating expenses, service debt costs, and bring in a return on investment.
- **Long-Term Lease Structure**—Very similar to the other agreements, but in this case, the land is being transferred for a longer period of time (99 years is a common length). The private developer will also take on tax considerations of the land and the facility.

In all of these structures, the public entity does not always have to be initial land owner. Through tax incentives, zoning procedures, or transportation planning, the public entity could help to facilitate an agreement between a developer and a private landowner.

A potential project on I-91 in New Hampshire between Concord and Plymouth could provide an example P3 with a truck parking element. This project would create a new full-service rest area off Exit 23 in New Hampton as a replacement or complement to two existing state owned and operated service rest areas (Canterbury and Sanbornton exits). This public-private partnership would have a private entity own the land and operate concessions and other services and lease space to the state for rest area facilities and information kiosks. The plan also seeks state involvement for ramp/road changes to facilitate access to the new site. Although not specific to truck parking, the new facility would serve multiple interests including “truckers driving between Canada and metro Boston and other east coast destinations.”¹⁹

Relevant to this memorandum, in November 2018 Pennsylvania Department of Transportation's (PennDOT) Public-Private Partnership Office issued a Request for Information (RFI)²⁰ seeking private-sector feedback on development, design, construction, implementation, maintenance, operation and commercialization of truck parking facilities and facilities impacting how information is conveyed to those impacted by such parking. The RFI also aims to collect input on how PennDOT can assist local governments with considering truck parking in their plans and zoning regulations, any strategies or

¹⁹ NHDOT, Public-Private Partnership (P3) – Call For Projects 2017/2018. Online at: <https://www.nh.gov/dot/programs/public-private-partnership/documents/i93-exit-23-application.pdf>

²⁰ <https://www.pennidot.gov/pages/all-news-details.aspx?newsid=559>

technologies being used elsewhere that could be successful in Pennsylvania, and how the private sector can be encouraged to participate in any potential truck parking P3 project. Input is being accepted through December 12, 2018. Examples of questions and themes in the RFI include:

- What is the private sector's role in solving the truck parking problem, including issues related to public awareness?
- How can the commonwealth best encourage partnerships within the freight industry to supply truck parking solutions?
- What are truck parking technology solutions doing well or how are they underperforming?
- What are the primary elements needed in a successful truck parking area and how can truck drivers be attracted to privately owned/operated parking facilities?

The response template is included in **Appendix B**.

P3 Examples in Other Transportation Sectors

Urban car parking lots and garages may provide useful examples of the interplay between municipalities and private industry. Municipal parking can be expensive, with the cost of installing individual parking spaces ranging from \$2,000 for surface parking to upwards of \$40,000 per space in a building or underground structure.²¹ In many areas, this cost will often dissuade the private sector due to the small margins of return that can be collected on parking rates.

More broad examples of public-private funded parking facilities can be found on university and college campuses.²² Academic institutions are large facilities with variable parking needs. Long-term parking must be supplied for students living on-campus, while adequate short-term or hourly parking must also be available for staff and commuting (off-campus) students. Constrained by budgets and limited useful land availability, universities have begun to provide parking through arrangements with the private sector. The State of Georgia has been at the forefront of public-private development for parking at universities with Kennesaw State University, Valdosta State University, and the University of Georgia providing new parking under the arrangement. In most cases, the university will provide land for the project, and the private sector will design, finance, and build the facility. The university will then lease back parking within the facility either through a direct pay-for-parking model, or annual lease payments.

²¹ Phone interview with Brandy Stanley, Parking Services Manager, City of Las Vegas. 27 September 2018

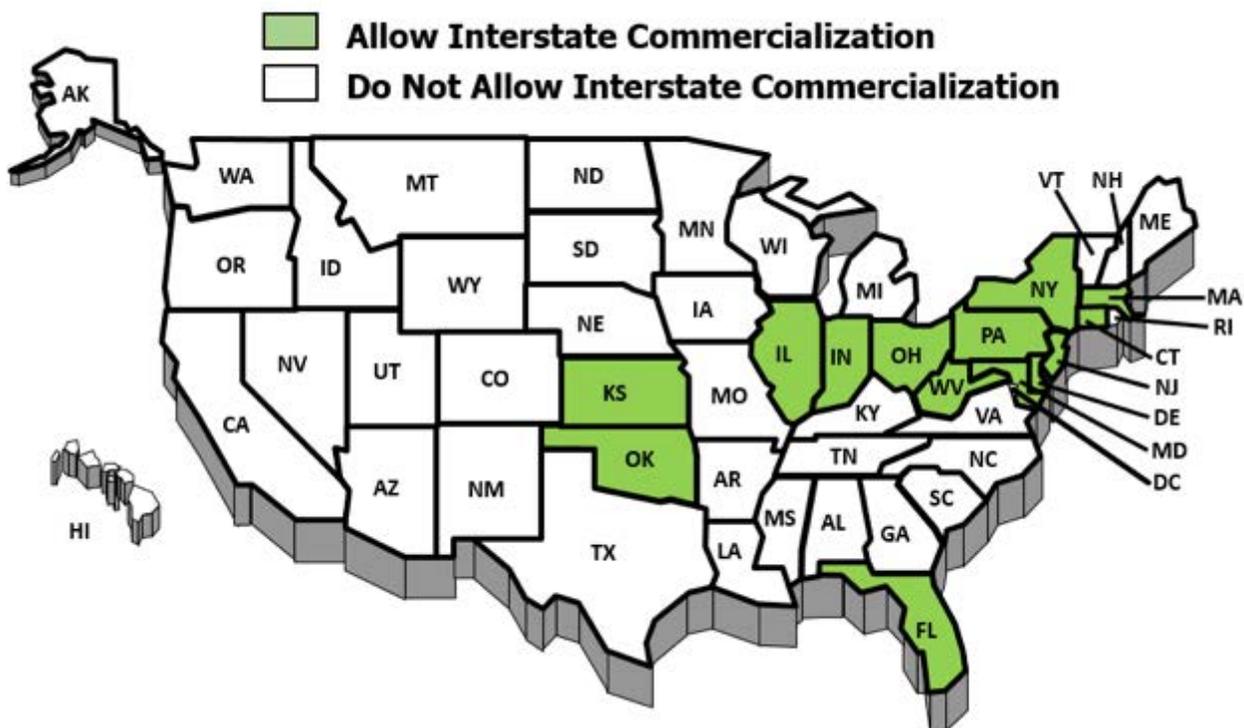
²² Martindill, Michael D. "P3 as an alternate approach to financing parking structures." International Parking Institute. June 2012. <https://www.parking.org/wp-content/uploads/2016/01/TPP-2012-06-Getting-Your-Ps-in-a-Row.pdf>

Rest Area Commercialization and Sponsorship

Overview

Section 111 of Title 23 in the United States Code, signed into law in 1958, prohibits States from constructing new commercial development at interstate rest areas. Commercial facilities already in service prior to 1960 in 15 states (located on toll roads) are except from this restriction. These states are shown in **Error! Reference source not found.** below. Portions or all of I-95 in Connecticut, Delaware, Maine, Maryland, Massachusetts, and New Jersey may operate commercial developments at rest areas.²³

Figure 5 – States with Tolled Highways Exempt to Rest Area Commercialization Ban



States that receive Federal-aid for their NHS facilities are prohibited from over-the-counter sales of merchandise in rest areas located on the Interstate. Currently, allowable commercial activities in these facilities includes:

- Installation of commercial advertising and media displays, if such advertising and displays are exhibited solely within any facility constructed in the rest area and are not legible from the main traveled way;
- Sale of items designed to promote tourism in the State, limited to books, DVDs, and other media;
- Sale of tickets for events or attractions in the State of a historical or tourism-related nature;

²³ Connecticut allows commercialization at all interstate rest areas. See NATSO, “Rest Area Commercialization and Truck Parking Capacity: 2018 Update.” December 2017. Online at: https://www.natso.com/en_us/truckparkingstudy?_zs=eqGHR&_zl=sQ4C1

- Distribution of travel-related information, including maps, travel booklets, and hotel coupon booklets;
- Installation and operation of lottery machines; and
- Installation and operation of vending machines which may only dispense such food, drink, and other articles as the State transportation department determines are appropriate and desirable and which are operated in accordance with the Randolph-Sheppard Act of 1936 found at 20 U.S.C. 107.²⁴

Figure 6 - Maryland House, MD Commercialized Rest Area on I-95. Source: Maryland MDTA



Challenges to Prohibition on Interstate Commercialization

Numerous states around the U.S. have raised objections with the prohibition of commercialization on the Interstate system. Virginia, Arizona, New Mexico, California, Oregon, and Washington have all advocated for a change in the existing law.²⁵ California, Oregon, and Washington have indicated a desire to establish alternative fueling locations at Interstate rest areas, but are prohibited from charging customers to fuel/charge their vehicles.²⁶

State DOTs have recently raised questions about what constitutes a vending machine and what can or should be allowed in Interstate rest areas. In response, the expansion of permissible commercial activities at rest areas is being considered. In 2016, the FHWA solicited public comments²⁷ on how certain provisions of the current law surrounding commercial activities in rest areas should be interpreted and applied in consideration of advancements in technology and the interests of states. Specifically, FHWA was interested in comments concerning the definition of vending machines, as well as the provision of law that allows the sale of items designed to promote tourism in the State, currently limited to books, DVDs, and other media. As part of the notice, FHWA provided five questions to guide input:

1. Considering advances in technology, what defines a vending machine in today's world?
2. What types of "media" should be considered as promoting tourism in the State?
3. Should local agricultural products be considered media that promotes tourism?
4. Are there other commercial activities that should be allowed consistent with Federal law?
5. Is there a need for additional Federal guidance on commercial activities in Interstate rest areas, and if so, what should the guidance address?

²⁴ <https://www.fhwa.dot.gov/interstate/faq.cfm#question31>

²⁵ <http://www.governing.com/topics/mgmt/The-Fight-to-Commercialize.html>

²⁶ Zhao, Hengbing and Andrew Burke. University of California, Davis. "Deployment of Sustainable Fueling/Charging Systems at California Highway Safety Roadside Rest Areas." December 2016. Online at: <https://ncst.ucdavis.edu/wp-content/uploads/2015/09/NCST-Caltrans-Project-Report-Task-TO-016-ver4-Jan-23-2.pdf>

²⁷ Docket No. FHWA-2016-0021. Commercial Activities on Interstate Rest Areas. A Notice by the Federal Highway Administration. September 27, 2016. Available from: <https://www.federalregister.gov/documents/2016/09/27/2016-23269/commercial-activities-on-interstate-rest-areas>

Several I-95 Corridor Coalition member agencies submitted the following comments in response to Docket No. FHWA-2016-0021:

- **Connecticut DOT** (ConnDOT) strongly supports broadening the definition of allowable commercial activities at Interstate rest areas, which would provide an opportunity for states to collect additional revenue to help offset the costs of rest area maintenance, operations, and improvements. ConnDOT supports a broad definition of “media” to include electronic data, Wi-Fi, electronic advertisements and displays, and local products to promote tourism, including local agricultural products. ConnDOT is also interested in permitting the sale of non-commercially viable foods and services that are relevant to the traveling public, such as electric charging stations and/or hydrogen fueling.²⁸
- **Massachusetts DOT** (MassDOT) supports broadening the interpretation of a vending machine to include truck stop electrification units and electric vehicle charge stations. This would mean adding the vending of electricity and heating, ventilation and air conditioning as an allowable commercial activity on interstate highways. MassDOT is committed to reducing greenhouse gas emissions in the transportation sector, and believes that expanding the availability of charge stations at rest areas would help the State further their efforts to do so.²⁹
- **Florida DOT** (FDOT) responded that it supports the expansion of commercial activities at rest areas to create more options for states. The agency supports commercial activities that would create revenue generating opportunities for states, such as allowing vehicle charging stations. However, FDOT disagrees that local agricultural products should be considered media that promotes tourism.³⁰
- **Vermont Agency of Transportation** (VTTrans) is supportive of broadening the definition of allowable commercial activities, but is concerned about negatively impacting private businesses. VTTrans noted that selling locally produced agricultural goods is a great opportunity to promote travel and tourism, and that these goods expend the benefits of rest areas and, do not compete with traditional vending machine technology because perishable goods are not suitable for vending machines. VTTrans is also interested in expanding its electric vehicle charging station network to interstate rest areas, and considers this a vending opportunity that could be addressed by broadening the definition of allowable commercial activities.³¹
- **Georgia DOT** (GDOT) responded in agreement to the comments provided by the American Association of State Highway and Transportation Officials (AASHTO).³² Additional comments

²⁸ Connecticut Department of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0120>

²⁹ Massachusetts Department of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0103>

³⁰ Florida Department of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0123>

³¹ Vermont Agency of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0175>

³² AASHTO indicated that it is generally supportive of broadening the definition of allowable commercial activities, so long as it is done in a way that is fair to and does not negatively impact private businesses. Further, AASHTO believes that the flexibility provided to state DOTs by broadening the definition of allowable commercial activities at rest areas should not shift the focus away from a transportation purpose by turning the rest areas into a destination in and of themselves, which may impact traffic

included GDOT's support for expanding the types of acceptable forms of payment, expanding regulations to include all forms of media to promote tourism, and generally broadening the definition of allowable commercial activities to assist states in offsetting maintenance and operating costs.³³

- **Virginia DOT (VDOT)** responded to recommend an expansion of the "media" definition for the promotion of tourism, noting that interactive outdoor displays (i.e. apples for the Valley, coal chunks for the Southwest, Hanover tomatoes for Central Virginia, etc.) could be appealing to motorists taking a break from driving. VDOT also believed that flexibility of commercial activities in rest areas is important to ensure that rest areas continue to evolve to meet the needs of motorists.³⁴
- **New York State DOT (NYSDOT)** responded that it is supportive of FHWA's efforts to broaden the definition of allowable commercial activities in rest areas. NYSDOT believes that federal law should support efforts by states to engage in broader activities at rest areas, specifically agritourism, noting that broadening the definition of allowable commercial activities would bolster programs such as Taste NY, which promotes local agriculture, food, and beverage enterprises.³⁵
- **New York State Thruway Authority** responded in agreement with NYSDOT, noting that it supports broader interpretation of the definition of allowable commercial activities in rest areas. The Authority noted that it operates numerous service areas that are "grandfathered" under 23 U.S.C. 111, but new rest areas are not permitted to engage in certain commercial activities. It is particularly interested in expanding the Taste NY initiative to interstate highway rest areas to support local agribusiness.³⁶

Pros/Cons of Interstate Commercialization

Many state DOTs support expanding allowable commercial activities at interstate rest areas for a number of reasons. First, commercializing the rest areas would provide a source of revenue to the DOT and reduce or eliminate maintenance and operations costs associated with the rest areas. Numerous states have cited those costs in their decisions to close rest areas completely in recent years. Second, locating facilities directly in the highway right of way would reduce vehicle miles traveled with accompanying benefits across emissions, safety, and road degradation measures.

However, other organizations are opposed to regulatory changes. For example, the National Association of Truck Stop Operators (NATSO) is strongly opposed to expanding permissible commercial activities at rest areas. NATSO believes that commercial rest areas threaten private businesses at highway exits

and/or access to the rest areas. More information available from: <https://www.regulations.gov/document?D=FHWA-2016-0021-0022>

³³ Georgia Department of Transportation comments on Docket No. FHWA-2016-0021..

<https://www.regulations.gov/document?D=FHWA-2016-0021-0142>

³⁴ Virginia Department of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0202>

³⁵ New York State Department of Transportation comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0008>

³⁶ New York State Thruway Authority comments on Docket No. FHWA-2016-0021. Available from:

<https://www.regulations.gov/document?D=FHWA-2016-0021-0015>

because state-owned commercial rest areas are able to establish a virtual monopoly on the sale of services to highway travelers due to their locations. NATSO submitted comments on Docket No. FHWA-2016-0021 opposing an expansion of the definition of “vending machine” and any further action that would undercut off-highway businesses.³⁷ The National League of Cities also argues that commercializing rest areas would displace property tax revenue that are generated in cities and towns near interstates, impacting the ability of municipalities to pay for infrastructure and other public works needs.³⁸

Some research indicates that commercializing rest areas actually reduces the amount of truck parking spaces available to commercial vehicle drivers. In 2010, NATSO released a study, “Rest Area Commercialization and Truck Parking Capacity: Commercialization is Not the Answer to Truck Parking Needs”, which compared the number of truck parking spaces and truck parking facilities on highways with commercial public rest areas and non-commercial rest areas. The study found that there were 5.86 spaces per mile in non-commercialized areas compared to only 3.72 spaces per mile in commercialized zones. In a 2017 update to that study, NATSO found that there were 6.57 truck parking spaces per mile in non-commercialized segments compared to only 3.88 spaces in commercialized areas. This represents a widening gap (69 percent) between spaces in non-commercialized zones versus commercialized zones. Furthermore, NATSO found that there is roughly one truck parking facility every 12.8 miles along commercialized highway segments, compared to one truck parking facility every 8.4 miles in non-commercialized areas. In light of hours of service and ELD mandates, the 4.4-mile difference can be significant for drivers that are short on time to find a suitable parking space.³⁹

Sponsorship

Beyond commercializing rest areas, some states have explored sponsoring signage for rest areas. For example, Florida DOT is currently looking for a sponsor to support its statewide TPAS signage after receiving FHWA approval in February 2018. There are 72 signs in advance of 67 Weigh Station, Rest Area, and Welcome Center facilities available for sponsorship although the initial sponsorship locations will be fewer due to site work in some locations. FDOT would ideally like a single sponsor but is open to regional sponsors. FDOT anticipates gross annual sales between \$226,000 and \$407,000 for a statewide sponsor, between \$158,000 and \$271,000 for a regional sponsorship based on selling 50% of the available inventory, and more than \$500,000 for a regional approach with 100% of inventory sold. Prospective sponsors include recruiting and training companies, trucking companies, service providers (tires, navigation, etc.), manufacturers, insurance companies, and trucking associations.⁴⁰ Revenue will be used for O&M costs associated with the truck parking program and emphasizing the link between

³⁷ https://www.natso.com/articles/sub_categories/index/rest-area-commercialization

³⁸ <https://associationsnow.com/2018/03/rest-stop-commercialization-push-runs-association-opposition/>

³⁹ Tyson Fisher. “NATSO study suggests commercializing public rest areas will reduce truck parking spaces”. Land Line Mag. February 9, 2018. Available from: http://www.landlinemag.com/story.aspx?storyid=71728#.W_RI5-hKhhF

⁴⁰ FDOT letter to James Christian, Division Administrator – FHWA. “Florida – Truck Parking Availability System Sponsorship Program.” January 24, 2018.

⁴¹ FHWA blocked a request from Texas Department of Transportation in 2017 to display commercial logos on electronic message signs. Note that the FDOT sponsorship panels will be separate from the TPAS sign. For further information, see: <https://www.natso.com/articles/articles/view/fhwa-blocks-commercialization-of-signs-on-the-public-right-of-way>

sponsor, O&M, and the safety benefits provided by the TPAS was a key strategy in getting the program approved.⁴²

Beyond truck parking, FDOT also partnered with GEICO to sponsor its “safe phone zone” signs, which are aimed at curbing distracted driving. Signage encourages drivers to pull over into these “safe phone zones” to use their cellphones for calling, texting, and accessing mobile apps while on a break from driving. Although GEICO no longer sponsors these zones in Florida, it continues to support similar efforts in New Jersey, New York, Virginia, Arizona, Illinois, North Carolina, and Texas.⁴³ These efforts help bring in additional revenue to each state’s highway system for reinvestment in rest areas and other highway operational needs, while also reducing instances of distracted driving.

Figure 7 - GEICO Sponsorship in New Jersey.
Source: NJDOT



⁴² Email from Marsha Johnson, Strategic Initiatives Office, FDOT. November 28, 2018.

⁴³ <http://www.safephonezone.com/index.html>

Appendix A: Acronym List

Term	Definition
AID	Accelerated Innovation Deployment
ARC	Atlanta Regional Commission
ATCMTD	Advanced Transportation and Congestion Management Technologies Deployment
BUILD	Better Utilizing Investments to Leverage Development
CMAQ	Congestion Mitigation and Air Quality Improvement Program
CVISN	Commercial Vehicle Information Systems and Networks
DERA	Diesel Emissions Reductions Act
DOT	Department of Transportation
ELD	electronic logging device
FAST Act	Fixing America's Surface Transportation Act
FASTLANE	Fostering Advancements in Shipping and Transportation for the Long-term Achievement of National Efficiencies
FHWA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
GPS	global positioning system
HSIP	Highway Safety Improvement Program
INFRA	Infrastructure for Rebuilding America
ITD	Innovative Technology Deployment Program
ITS	intelligent transportation systems
MAP-21	Moving Ahead for Progress in the 21st Century
MPO	Metropolitan Planning Organization
NATSO	National Association of Truck Stop Operators
NCTP	National Coalition on Truck Parking
NHFP	National Highway Freight Program
NHPP	National Highway Performance Program
NHS	National Highway System
NJTPA	North Jersey Transportation Planning Authority
O&M	operations and maintenance
P3	public-private partnership
RFI	Request for Information
STBG	Surface Transportation Block Grant Program
STIP	State Transportation Improvement Program
TIGER	Transportation Investments Generating Economic Recovery
TIP	Transportation Improvement Plan

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Term	Definition
TPAS	truck parking availability system
TPIMS	truck parking information management system
U.S. EPA	United States Environmental Protection Agency
ZEV	zero-emission vehicle

Appendix B: PennDOT Commercial Truck Parking RFI Response Template

The below table shows the questions asked by PennDOT in a recent Request for Information on developing a public-private partnership for truck parking.

Number	Topic
1	What is the private sector’s role in solving the truck parking problem, including issues related to public awareness?
2	How can the Commonwealth best encourage partnerships within the freight industry to supply truck parking solutions?
3	Truck parking technology (mobile applications, roadway signage, reservation systems, etc.) – What are they doing well? How are they underperforming?
4	What are the primary elements needed in a successful truck parking area? What is needed to attract truck drivers to privately owned/operated parking facilities?
5	How could a truck appointment system or staging areas help reduce short term parking demand?
6	Truck parking facilities have substantial costs to build, operate and maintain. Considering the spectrum of services that could be offered, what is the best way to be fair to both facility owners and truck drivers to cover these costs?
7	What is the public sector’s role (state and local) in solving the truck parking problem?
8	How can the Commonwealth best help local governments consider truck parking in their plans and land use regulations?
9	Are there truck parking initiatives in surrounding states that could be successful in Pennsylvania? Would the creation of a multistate, connected approach be beneficial to the truck parking solution?
10	How could truck-only parking facilities with amenities and security operate along interstates while maintaining compliance with federal and state statutes and regulations?
11	What incentives can the Commonwealth offer to facilitate private sector participation in a truck parking P3?